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ABSTRACT

The most obvious and difficult problem facing educators of migrant children is that of frequent interruptions in the child's education caused by his migration. Various solutions have been put forth over the past three decades; these have included providing mobile schools and staff, residential schools, uniform record transfers, interstate credit exchanges, and special curriculums. Most attention has been given to bringing continuity to migrant children's education through the transfer of uniform records between schools. Interstate planning has increased markedly in the past decade since the availability of migrant education funds under the Elementary and Secondary Education Act, but planning remains piecemeal with no effective coordination at the federal level. The most notable efforts to deal with the question of educational continuity have taken place outside the public school system. The public schools have concentrated on finding ways to fit the child with a disordered life style into an orderly school system and have become overly concerned with sequenced learning, test scores, daily attendance, and proper records. Migrant educators need to develop new techniques to take advantage of the natural continuity which exists within the child and his family. While schools change, curriculums change, and records disappear, the child always has himself and his parents; he has what he knows and what he is able to do. (Author/JH)

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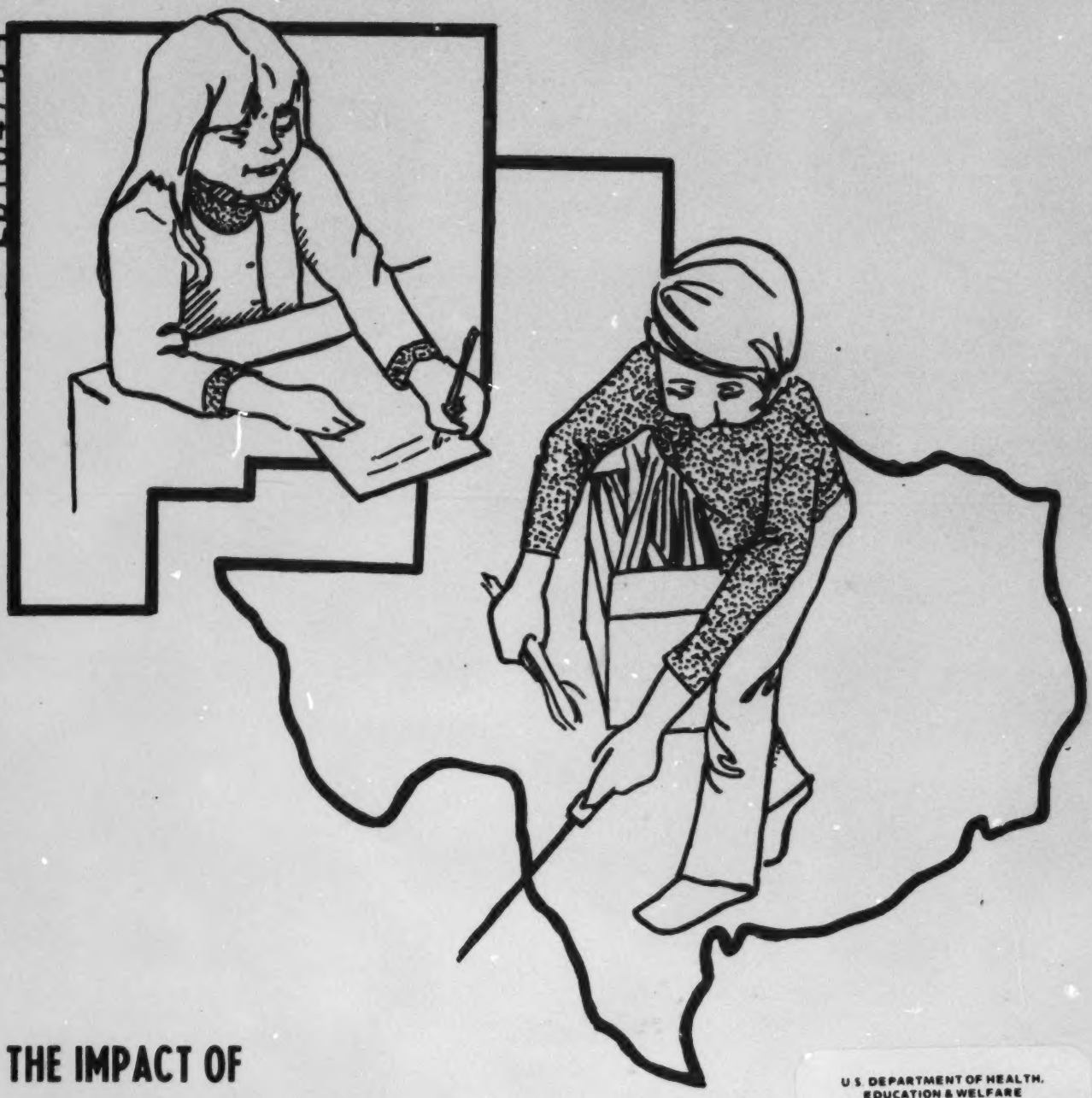

THE IMPACT OF INTERSTATE PROGRAMS ON CONTINUITY IN MIGRANT EDUCATION

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THE IMPACT OF INTERSTATE PROGRAMS ON CONTINUITY IN MIGRANT EDUCATION

by

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ABSTRACT

The most obvious and difficult problem with which educators of migrant children have had to cope is that of frequent interruptions in the child's education caused by his migration. Various solutions have been put forth over the past three decades. These have included providing mobile schools and staff, residential schools, uniform record transfers, interstate credit exchanges, and special curriculums.

Receiving, by far, the most attention and effort have been various attempts to bring continuity to migrant children's education through the transfer of uniform records between schools.

Interstate planning has increased markedly in the past decade since the availability of migrant education funds under the Elementary and Secondary Education Act, but planning remains piecemeal with no effective coordination at the Federal level.

The most notable efforts to deal with the question of educational continuity have taken place outside the public school system. On the other hand, the public schools have concentrated on finding ways to create continuity where there is no continuity; ways to fit the child with a disordered life style into an orderly school system.

Limited recognition has been given to the fact that the only real continuity lies within the migrant child himself. In becoming overly concerned about sequenced learning, test scores, daily attendance and proper records, educators of migrant children lose sight of the fact that while subject matter is important, it is the use that the child is able to make of what he knows that is most important.

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INTRODUCTION

It is difficult to provide an adequate education for migrant children because their education is constantly interrupted as they move from place to place. Over the past decade, as federally funded programs for migrant children have become widespread, a number of programs have been initiated for the purpose of providing continuity in migrant children's education. Millions of dollars have been spent in this effort. Most of these expenditures have been for the development and administration of an interstate record transfer system.

Other efforts have included staff development, teacher exchanges, curriculum development, interstate task forces, and interstate credit exchanges.

No effort has been made, to date, to report on or to examine these efforts to provide continuity in the migrant child's education. This paper seeks to carry out that task. Unfortunately, many of the programs are in the process of evaluation and others are too new to effectively measure their impact.

Nevertheless, this paper does examine the nature of the present efforts and reviews the development of the concept of continuity through the literature and from the author's personal perspective of more than 25 years' involvement with migrant children.

The paper does not attempt to review all programs which have set continuity as their primary purpose. It does attempt to describe a cross-section which are believed to be representative of the interstate programs.

This paper should be of value to the administrator, the decision-maker, the teacher, and others concerned with migrant education. It is the

author's hope that it will stimulate thinking and widespread discussion about the broader meanings of continuity and that it will open up possibilities of new approaches to the question of what to do about the migrant child's interrupted education.

CHAPTER I

A RATIONALE FOR PROVIDING CONTINUITY IN MIGRANT EDUCATION

Mobility is a way of life for millions of the world's population. In the United States frequent corporate employee transfers, mobility of military personnel and their dependents, the temporary influx of construction crews on major projects, and the season comings and goings of circus and carnival workers, fishermen, and farmworkers has become accepted and expected.

Nevertheless, relatively little attention has been given to mobile populations or to what happens to their children--both psychologically and educationally. It is known that children do not always adjust well to moves. Even in families which are supportive and flexible, the interruption in the flow of a child's life can be traumatic.

It is not known how much more difficult life becomes for the child who moves several times a year at best, or at worst, has no place to call home. Literature on the migrant farm worker family is filled with poignant examples of children who reach out for something to remember, something tangible to hold on to, something permanent to relate to. The quest for permanence is a never-ending one for many migrant children. For mobile children like those found in the migrant education programs there is only one surety--that soon they will be somewhere else.

Migrant children, as defined by the eligibility criteria of the Elementary and Secondary Education Act (ESEA), are those who move across a district or state line at least once during the year with a parent or guardian

seeking work in agriculture or fishing. While some children may make only one or two moves each year, others make many more. Some follow an annual route, returning to familiar places. Others seek out or wind up in new places each year. Although former migrant children often remain in ESEA programs for up to five years, they do not face the problems of interrupted education as do the children who still migrate.

In any case, every child who is legally enrolled in a migrant education program has experienced a geographic move, by definition. It may be assumed that most have also been enrolled in at least one other school during the past year. Many will have entered and left the school at some time other than the normal beginning or end of a school term or year.

Because the movement of farm workers is subject to such unpredictable factors as weather and crop conditions, many migrant children move with little or no forewarning. Consequently, there is often no orderly withdrawal from school. Arrivals at new schools can be equally unpredictable and unplanned.

The School and the Migrant Child

The public school system is just that--a system. It is organized to serve a predictable population on a predictable schedule. It is an orderly system. The school system is designed to enable a child to progress in an orderly fashion throughout the school year and through a period of years to graduation. Students are required to be present for a minimum amount of time and to have records attesting to that fact in order to be passed along to a higher level and toward the ultimate completion of their formal education.

It is understandable that the migrant child with his unpredictable travels and his disordered life style does not easily fit into the public education system as it functions in the United States. The child often arrives at the new school with no records, considerably disoriented and confused about where he has come from and what his educational experience has been.

For any number of reasons--lack of diagnostic skills, lack of concern, or lack of time--the migrant child was often placed in the rear of the room to fend for himself while the rest of the class pursued their regular activities. In some places, the migrant child has been turned away. Even for those children who continued to attend school year after year, there has been little encouragement. Lacking sufficient attendance and the personal attention needed to move ahead, migrant children have often fallen so far behind their peers that it becomes embarrassing for them to continue in school.

For the few children who were able to persist to the completion of the elementary grades, the high school system was almost hopeless. For the child on the move, the difference in curriculum from school to school and state to state and the schools' refusal to grant credits for less than a completed term made it virtually impossible to accumulate the credits required for graduation.

Anyone familiar with the public education system knows that individual state and often, local districts are very autonomous in their rules and regulations. It is possible for each migrant child to have experienced quite a different curriculum and educational philosophy from those adhered to by the school system he enters.

Given (1) the orderly system of the schools and the disordered migrant life style; (2) the interstate nature of migrancy; and (3) the independent operational history of the public school system, the need for some extraordinary means of dealing with the education of the migrant child seems essential.

Since education is generally conceived of as "the development of mental powers and character, especially through the provision of systematic instruction (e.g. in school and other institutions of full time instruction" (Gould and Kolb, Eds., Dictionary of Social Sciences, 1964, p. 227), it seems that the migrant child must then be fitted into the existing system since there is no other readily available source for his education.

We have, as a nation, accepted the fact that to be educated we have to pass through the system. To get jobs we have to show evidence of having passed through the system with some degree of competence. The real challenge in migrant education, then, seems to be to provide "systematic instruction" for children who are here today and gone tomorrow. Some way must be found to compensate for the interruptions a migrant child usually experiences in his education.

A review of the literature related to migrant education indicates that "to provide continuity" becomes a sort of catch phrase justifying all kinds of interstate and inter-district activities.

Continuity in Education
What Is It?

What does continuity in education mean? And, especially, what does continuity mean in terms of migrant education?

Continuity basically means something continuous and uninterrupted. It connotes progression from one point to another. One educator has described continuity as being both horizontal and vertical. Educational continuity, then, may be said not only to move ahead in an uninterrupted program of studies, but also to move upward, building one learning or skill on top of another.

Is such continuity ever possible for the migrant child? Certainly there are many interruptions in a migrant child's education over the course of 10 or 12 years. Further, the likelihood of the migrant child having brief educational experiences of two to six weeks duration may lessen his capacity to retain material because he has less opportunity to reinforce his learning. The migrant child experiences interruptions both in time in school and in learning sequence.

By definition continuity does not exist for the migrant child. Surely, then, continuity in migrant education must take on a special meaning. This new meaning must be in a compensatory sense and surely should involve changes both in the child and in the educational system.

Chapter IV gives an overview of some of the current efforts to provide continuity in migrant education through interstate programs. For the most part these programs are designed to help maneuver the child through the system as it exists by providing enrollment and attendance data, grade placement records, and skills information. Other activities concentrate on informing the teacher about the environment in which the child finds himself while on the road or at home base and about the nature of various schools to which the children go when on the move.

The emphasis is on the externals of the system--doing to and for the child. In practice there is little which seeks to help the child and his family acquire the skills to deal with the system.

It is possible that the capacity of migrant families to help educate their own children has been underestimated and that they are capable of taking far more responsibility than the schools have allowed them to. Perhaps in overlooking the parents, we have overlooked the most valuable allies we have in providing for the education of the migrant child. The child and the family carry

within themselves a natural continuity which cannot be matched by any amount of artificial or compensatory continuity.

Migrant educators should look more closely at Karolyn Gould, who argues for placing emphasis on giving the child skills to rapidly accommodate to the new situation and maneuver through the system himself (Conference on Staff Development, 1973, pp. 24-26). And, at Kelly (Humanizing Education, 1969) who wrote: The sequence is from the learner out and the scope is as far outward as he can go. [p. 14]

In the end, continuity in migrant education must mean bringing together all those factors which impinge on the child's total educational experience--the child and his feelings, his attitudes, his environment, his parents and family, the crew, the employer, the community, the school--in order to create within the child a coherent whole. If need be, the system must be bent, not the child. How naturally coordination of all services at the national, state, and local level falls into place when we are able to perceive them as a part of continuity for the child's <u>whole</u> life.

CHAPTER II

LITERATURE REVIEW

There is almost no literature which deals specifically with continuity in migrant education as a separate entity. In fact continuity does not appear to be a common word in the vocabulary of educators, in general. No entry on the subject appears in the ten volume Encyclopedia of Education published by MacMillan. In Selected Bibliographies on Migrant Education published by ERIC/CRESS and dating from 1969 to 1978 there is not a single entry under continuity and no more than a half dozen under the headings of interstate cooperation or interstate programs.

It has been necessary, therefore, to review considerable numbers of reports, articles, evaluation and program plans, and to draw upon the author's own knowledge of migrant education in order to identify programs which either purported to provide continuity or which might be considered as contributing to such continuity.

It should be clarified from the beginning that only one or two programs specifically sought to measure the impact of interstate programs on continuity of education for migrant children.

Literature Prior to the Elementary and Secondary Education Act Programs

Early Research in Migrant Education

In the early 1960's, the National Council on Agriculture Life and Labor (NCALL) and the Rural Education Association (REA) of the National Education Association (NEA) developed an interstate research and pilot education program in migrant education. Dr. Shirley Greene, a rural sociologist,

was employed to look at how children of migrant farm workers were faring in the nation's schools. He reported on such things as attendance, age/grade placement, economic conditions and their effect on school attendance, and family, school, and community attitudes and practices.

At the same time a program specialist, Ms. Elizabeth Sutton, was employed to work in a supervisory capacity with schools in Palm Beach County, Florida, and North Hampton County, Virginia. Her job was to assist the schools to develop new methods for working with the migrant child.

The findings of this project were reported in two publications: The Education of Migrant Children (Greene, NEA, 1954) and Knowing and Teaching the Migrant Child (Sutton, NEA, 1960). As far as can be determined the term continuity was not used in these two significant early publications, although both Greene and Sutton were aware of the discontinuity in the education of migrant children. They recognized that teachers were not prepared to do rapid diagnosis and placement without the usual records. Sutton also emphasized that the existing school curriculum and organization were not necessarily suited to the migrant child's learning needs.

Sutton's work heavily emphasized developing teachers' individual diagnostic skills and adapting the school curriculum and organization. She found that the usual school report cards were of little value, but that personal notes which the children sometimes brought from previous teachers were helpful. Sutton recommended that children be helped to prepare self-evaluation sheets which they would take with them.

Another effort to promote continued learning was the design of curriculum to be used for learning while on the road. Working with parents and crew leaders, Sutton encouraged use of travel as an education tool. The

curriculum planned included stop-overs to see historical sights along routes commonly traveled to reach new work sites.

Greene's (1954, p. 72) study of school attendance found that less than 43% of migrant children received 150 days of schooling, while 14.8% got less than 120 days. After age 15, attendance dropped to less than 50 days at school per year. Less than one in five of those enrolled at all reported attending as many as 150 days.

Such a dismal record led Greene to conclude that

> In the face of this evidence it seems clear that there is no complete solution to the problems of education for migrant children short of the ultimate elimination of agricultural migrancy. Any and all recommendations in this report, helpful as they may be, will be at best, palliative in an unsatisfactory educational situation. Frequent uprootings and readjustments simply do not provide the conditions necessary for a satisfactory educational experience, either in the limited technical sense of subject matter learning or in the broader social sense of preparation for mature living in a democracy. [pp. 74-75]

First National Conference on Migrant Education

Early in 1964, the National Committee on the Education of Migrant Children (NCEMC) convened in the first National Conference on Migrant Education in St. Louis, Missouri. It brought together, at their own request, educators from state and local education agencies to discuss (1) the methodology and basic content of an educational program which would meet the needs of migrant children; (2) coordination of available community services; and (3) resources available to states for migrant education through federal and state programs. The recommendations called for a series of regional and interstate meetings for planning and for an enlarged national meeting in 1965 to work on program implementation (National Workshop, NCEMC, 1964, p. 4).

Proposal for Continuity of Migrant Child Services

In the fall of 1964, under the first grant made for migrant activities under the newly inaugurated Economic Opportunity Act (EOA), NCEMC

was asked to develop a plan for coordination and continuity of services for migrant children. This appears to be the first time that the term continuity was seriously applied to program development for migrant children.

As a first step, NCEMC called together providers of services in the East Coast states in a conference at Avon Park, Florida, in February of 1965. The purpose of this consultation, as explained by Cassandra Stockburger, NCEMC Director was

1. To develop channels for communication, cooperation and coordination of planning and programming for migrants on an interstate and an inter-area basis, and

2. To establish guidelines for the maximum use and continuity of existing services and those to be developed under the EOA and similar anti-poverty efforts. (Consultation Report and Recommendations, 1965, Foreword)

Recommendations from this Consultation are included here in some detail because it is believed that they are the historical basis for much of what followed in the late sixties and the seventies. However, it should be immediately evident that both experience and the availability of program and administrative funds have added a degree of sophistication and expectation to the current efforts.

The following is a cross-section of recommendations from various work-groups and from the Consultation as a whole. Only the recommendations most related to the concept of continuity and interstate cooperation and planning have been included.

- Curriculum, textbooks and methodology should be coordinated on an interstate basis. [p. 22]

- An interstate clearing house should be established to coordinate information on curriculum, teaching materials, techniques, school locations, opening dates, movement of students, academic status, special needs, personnel training, and so forth. [p. 22]

- More effective use should be made of health and education records, despite present problems. [p. 28]

- Maximum attention on educational continuity should be placed on home base schools. [p. 28]

- To provide continuity in all services, a mobile team approach was suggested. The team would move with the migrant stream. A community organizer specialist would make advance arrangements for community services. The role of the team would be to aid migrants in utilizing services. It was emphasized that a mobile staff approach had proved feasible (e.g. the Migrant Ministry of the National Council of Churches), but not a mobile services approach. [p. 31]

A mobile services approach was deemed undesirable because it isolates migrants from the community and removes responsibility from the community which benefits from their labor, and because of the unstable patterns of movement of the migrant population. (Report and Recommendations, p. 31)

It was proposed that a residential school system be established for migrant children during their elementary and secondary school years in order to resolve the many problems related to education and mobility. (Report and Recommendations, p. 30)

It has been proposed that a demonstration project be initiated to develop techniques for continuity of day care from infancy to adolescence, and recommended that a specialist be employed to explore the problems involved in providing such continuity. (Report and Recommendations, p. 22)

As a follow-up to the Conference and based on its recommendations, a proposal for providing and improving coordination and continuity and day care, health and education services for children of migrant farm workers was submitted, for funding, to the Office of Economic Opportunity (OEO) in 1965. The first component planned a communications network among service agencies and between migrants and services. The Day Care Component strengthened channels of communication, established staff procedures, program requirements and in-service

training, and coordinated services among day care, health and education agencies serving migrant children.

The third component set up a technical assistance laboratory for migrant education. Developed in consultation with specialists in a number of fields, it emphasized better administrative planning on an inter-district and interstate basis. Staff development institutes with fellowships were provided, as were in-service programs, curriculum and materials development.

Although this comprehensive proposal was requested by OEO, OEO did not fund it, apparently because of a change in leadership which placed a lesser priority on services to children. Emphasis was placed instead on Manpower training which it was believed would obviate the need for continued services to children.

State Programs in Migrant Education Prior to 1967

An early review of migrant education, Selected State Programs (USOE, 1963), reported on seven state programs. The major problem identified was continuity of educational programs between states. George Haney, staff specialist for the USOE in migrant education, found that it was almost impossible to get educators to agree on what constitutes a good educational program. (Selected Programs, p. 36)

Haney suggested that further research and planning were needed in many areas. He cited specifically inter-school and interstate agreements, an improved curriculum, standardized transfer records and short units of study. (Selected Programs, p. 17)

At that time California and Colorado had agreements with other communities, in and out-of-state, for record transfer by mail. California regulations required schools to transfer records. Students were given postcards

to present to the next school. (Selected Programs, 1963, p. 19)

It was also noted that there was an urgent need for interstate agreement on the information to be presented on transfer records and the method of sending records from school to school. (Selected State Programs, 1963, p. 17)

Literature After Passage of the Elementary and Secondary Education Act

Migrant Education Conferences

A major body of literature in migrant education is related to interstate workshops and conferences. Most of the conferences follow a similar format. Although many of the conferences, which are planned by the host state and a selected group of other states, generally have different overall themes, their contents remain similar. Various state groups are asked to lead workshops on a wide range of topics such as Criterion Reading, the Migrant Student Record Transfer System (MSRTS), math skills, etc.

In 1977 the Eastern Stream States Conference held in Atlanta had as its theme "Continuity in Migrant Education." A review of the goals of the conference and the report of the conference did not reveal any special emphasis on the theme which was essentially different from that of most other regional and national workshops and conferences.

In the early 1970's, the Cabinet Committee on Opportunities for Spanish Speaking People prepared a statement on National Coordination of Migrant Programs (Washington, D.C., n.d.). The paper emphasized that agencies have not succeeded in coordinating their efforts to increase planning efficiency, service delivery, or maximum utilization of present resources and

and manpower. The Cabinet Committee went on record as supporting the belief that coordination requires national responsibility and that providing comprehensive services transcends state and regional boundaries and goes beyond the limits of separate legislative authority held by administering agencies. [pp. 1-16]

The Commission recommended the establishment of a Special Office of Migrant Affairs (SOMEA) which would have coordinating and monitoring functions. At the regional level it would relate to Federal Regional Councils and at the state level to specially appointed governors' interagency committees. (Cabinet Committee, pp. 1-16)

About this same time, the Manpower Administration of the United States Department of Labor (USDOL) set up a national coordination experiment. The work was concentrated in the lower Rio Grande Valley of Texas and in nine receiving states. A major needs assessment was done in Texas. Families were then traced to other states where an attempt was made to develop services. It was found, however, that it was difficult to develop the services as well as to trace all the families. It was found that for such a plan to work it would require close coordination with all service providers. ("New Ways to Help Migrants," Rural Manpower, USDOL, 1972; also c.f. Abt Associates, Cambridge, 1969)

Assessments, Evaluations, Reports

A number of states have carried out needs assessments. These have required some interstate activity. Florida and Arizona, using the same research format, compared the data between the two states. What use has been made of this comparative data is not clear.

The Indiana Migrant Education Needs Assessment carried out interviews, classroom observations and parent interviews in the Pharr, San Juan, Alamo School District of Texas. This was to improve their needs

assessment instrument for children coming into Indiana from Texas. The research was also intended to provide information to policy makers at the state level. (Indiana Needs Assessment, State Department of Education, 1975)

Exemplary Programs for Migrant Children (Mattera and Steele, 1974, p. 11) saw the ESEA and the OEO as a direct attack on the problems of educational continuity. However, it was felt that the allocation of ESEA funds directly to the states had precluded the elimination of problems with continuity "as quickly as might have been possible if the programs had been nationally administered as are the 1964 Economic Opportunity Act programs such as the High School Equivalency Program (HEP) and Head Start." Two programs were cited as in place and contributing to the continuity of migrant education. These were the Migrant Student Record Transfer System (MSRTS) and the HEP programs.

Wednesday's Children (1971), the first national report on ESEA migrant education programs, cited a lack of national planning and leadership as major weaknesses of the program. It declared that

> The education of migrant children is interstate in nature and national in scope. Solutions to the educational problems of migrant children are not to be found in the hit or miss manner of present patterns of program development by the states and local districts, but must become a part of an organized national thrust. [p. 110]

An Evaluation of the Impact of ESEA Title I Programs for Migrant Children of Migrant Agricultural Workers carried out by Exotech in 1974 for the USOE, Office of Planning, Budget and Evaluation, found that

> Program design and instructional approaches do not have sufficient uniformity and continuity between the base and receiving states to meet the educational needs of migrant students .... Lack of national program strategies impede coordination in program planning. [pp. 4-5]

The Exotech Report concluded, however, that despite barriers to cooperation, the way had been paved for the development of greater continuity in the education of migrant children. The report concluded that the MSRTS was being used by a

majority of schools and that it had great potential for maintaining continuity in students' education.

Later reports contain similar comments about the lack of national planning for continuity in the ESEA migrant program. Promises to Keep (1977) contends that

> Programs are not communicating with one another and there is little leadership from USOE and the state directors to facilitate such communication. As a result, poor programs are perpetuated, good programs are not disseminated for replication and little effort is made to ensure educational continuity. [p. 10]

A similar position was taken by the National Council of La Raza in a study of the administration of the program in 1978. They found that efforts on the part of USOE to exercise leadership in bringing the states together to coordinate services and programs that will assure educational continuity have been minimal. (Analysis of Staffing USOE, p. 10)

Cassandra Stockburger in her status report on community services for migrant children in 1977 (Community Services, pp. 44-45) found that most program personnel were concerned about continuity of care and education. At the same time, she found little in the efforts of the community service agencies to provide continuity that had succeeded.

In the same year, InterAmerica Research Associates in a study of migrant child welfare services concluded that

> Autonomous state administration of migrant education programs designed to serve a mobile national population is inappropriate; federal authority for direct program monitoring should be increased. Additional federal intervention is needed ... on assisting coordination with other federal programs. [pp. 102-103]

The National Advisory Council on the Education of the Disadvantaged in a Special Report on Migrant Education 1979 indicated their belief that

> the most realistic approach to meeting the educational needs of the disadvantaged migrant child is through improvements of the delivery system for migrant education programs .... The ESEA Title I Migrant Education Program must mount, sustain and coordinate effective educational services. [p. 2]

The Council saw the MSRTS as being "designed and maintained" to coordinate the services of the multiple school districts and "thus to provide continuity in instructional goals, objectives and practices." However, it saw a need for overall improvement in "the function and reliability of the MSRTS." (Special Report, p. 7)

The Council called for a requirement that each State Education Agency Plan specifically detail how the transfer of credits for high school graduation from one state to another will be accomplished. [p. 7]

It further recommended that the USOE Migrant Education Program Administration "develop specific policies and practices for local and state coordination activities to facilitate the adequate exchange of information on migrant education program students, services, needs, credit accrual, and program administration." [p. 8]

Staff Development Conference

The Conference on Staff Development for Migrant Education (Report and Action Program, 1973), convened by the National Committee on the Education of Migrant Children (NCEMC) in February 1973, authorized the development of a Policy Statement on staff development for migrant education. This statement, endorsed by conference participants, saw the teacher as the key to continuity for the migrant child. The statement declares that

> the feature that sets the migrant child apart from other disadvantaged children is his mobility. His educational and community experiences are drop-ins of various lengths. If migrant children are to have successful educational experiences in the succession of schools they

> attend, it will be the staff they come to--the individuals who provide an easy adjustment to a new learning environment, mediate instruction, provide health care, serve food and supply transportation--who must create and provide these experiences. This means the most important service a school or community can provide the migrant child is staff trained to meet his special needs. [p. 9]

The policy statement goes on to say that

> In the priorities related to the education of migrant children, staff development has not been given the national priority needed to produce a sufficient number of individuals who are responsive to the needs of the highly mobile child who comes to them; who are appreciative of the cultural diversity; who are skilled in helping the child accommodate and adapt to a new environment so he feels a sense of belonging; and who are highly competent in diagnosing and prescribing instruction to meet the child's academic needs. [p. 10]

The statement called for training of teachers to understand that because of his mobility, the migrant child's

> first and foremost need is to accommodate to each new environment as rapidly as possible so that he can attend to academic learning. [p. 10]
>
> The first week is especially critical in terms of the child exploring and getting to know the new environment as a friendly, not fearful, place to be and to learn. Teachers should be provided with techniques for rapidly evaluating the needs and skills levels of the migrant child on an informal basis so that placement in individualized and other programs can be expedited. [p. 10]

Teachers are called on to develop techniques "to provide each child with a sense of accomplishment and success before he moves on." [p. 10]

The policy statement called for sensitization of all staff to the effects of migratory farm work on the lives of children. Such sensitization "should build understanding of the psychological effects of repeated movement, of the lack of a permanent residence and of always being an outsider on the child's emotional and academic development." [p. 10]

In a pre-conference paper prepared for the Conference on Staff Development, Karolyn R. Gould placed emphasis on the need of the child to develop skills in accommodating to change.

> A fundamental need of the migrant child is to master the art or skill of rapidly accommodating and adapting himself to a new environment and classroom so as to resume learning with a minimum loss of momentum. In one seasonal community a child may be assigned to as many as three teachers--one in the early season before regular classes adjourn, one in the summer session for migrant children only, and one in the late season as regular classes for residents resume in September. In the course of the year, the same child may attend classes for several months at the home base and for short periods as his parents move on to seasonal, non-summer employment. The Migrant Student Record Transfer System is a mechanism for communicating information about children to school personnel, but the child must experience acceptance and accommodation within the new environment, in and out of school, before he successfully resumes formal learning activity. [pp. 24-25]

Gould goes on to say that

> How to make each classroom assignment a positive experience for the migrant child is the challenge here .... How to define the function of each school's experience for each child is a form of individualization distinct from determining sequences of learning units for assignments. Both are necessary for migrant children, but the former concept of individualization is particularly related to the needs of the migrant child with whom the teacher will not have a full year to work. [p. 25]

Because of the child's life style away from the home base,

Gould suggests that

> Rethinking of summer school goals may be in order, with a reassessment of the present emphasis on raising test scores in cognitive areas as an unrealistic and inappropriate objective in summer schools. Such recommendations naturally arise from a perspective on the migratory process from the child's point of view and a concept of the temporary school (in the child's life) as a positive intervention agent within the process. [p. 26]

> Parent involvement should be examined dualistically: from the standpoint of training parents to work with their children so as to improve continuity in the interim between school enrollments; and involvement of parents in training so as to facilitate successful adaptation and accommodation to new environments. [p. 30]

Tests and Records

One of the more controversial areas related to education of migrant children is the use of tests. Currently many tests, both standardized

and teacher-made, are in use. Dr. Frank Sciara of Ball State University, speaking before the Institute for Teachers of the Disadvantaged in 1972, described normative referenced tests as having failed miserably as a tool in the educational placement of migrant students. On the other hand he was optimistic about the potential for use of criterion-referenced tests with migrant children.

Because a criterion-referenced test is one which contains a complete inventory of skills in a particular domain or subject matter area, arranged in a hierarchy which allows a student to demonstrate his mastery of the skills he has learned, Sciara believed that a new day could be dawning in migrant education. (Criterion Referenced Tests, Jan. 1972)

Two years later, Sciara was equally as enthusiastic about Criterion tests. The UMSRTS is useless unless the information it provides enables a child's teacher to make a quick decision which will provide continuity. Criterion reference reading tests can provide educational continuity in reading. (1974, p. 63)

References to various record systems, including the computerized MSRTS, and their role in educational continuity dominate the literature on migrant education. The groundwork for the current migrant student record transfer system was laid in the early 1960's. Then as now it was felt by many migrant educators that a transfer record was absolutely basic to any attempt to provide continuity in education for the migrant child.

In 1965, the Department of Health, Education, and Welfare issued a paper (School Transfer Record) setting forth the rationale for and the benefits to be derived from the transfer of records for migrant children. The paper stated

Numerous studies have indicated that lack of school transfer records for children of migrant farm workers is a major problem in providing for an improved and continuous program in education for these children.

Adequate school transfer records assist children in making the easiest possible adjustment to a new school environment. They help teachers to understand disadvantaged pupils and to create a friendly atmosphere. They are equally important to the teacher or counselor as a guideline for determining the child's proper grade level so that he may profit most from his school experiences with the least amount of delay and confusion. With such records, school personnel can develop an orientation program to integrate disadvantaged farm-migrant children into the cultural life and activities of school.

Adequate and uniform school transfer records also have the disadvantage of

1) Conserving time in enrollment
2) Providing reliable data for permanent school records
3) Improving accuracy of information needed for policy determination and research
4) Helping to avoid duplication and repetitions of subject matter
5) Providing information regarding physical and mental handicaps
6) Helping schools plan for movement of pupil and size of enrollment
7) Helping minimize disruption of resident children
8) Providing greater opportunity for each child to receive a continuous and coordinated program of education
9) Providing incentive for a better exchange of information and communication among schools. [p. 2]

The portable record which was first issued was described as durable and easy to complete. It was to remain the property of the pupil. One side provided health and general pupil information. The other provided school information such as location, child's attendance, grade placement and reading level.

The Migrant Student Record Transfer System (MSRTS), a nation-wide computerized system which was begun in 1969 and became fully operative in 1972, was evaluated in 1975 by the General Accounting Office (GAO). The GAO concluded that the "MSRTS was more reliable than previous methods used for allocating funds." [p. 10] However, the GAO would

not confirm the accuracy of the data because the 1974 validation studies carried out on the MSRTS did not use an adequate basis for assessment.

This study of the MSRTS by the GAO tells us nothing about the use of the system as other than a funding tool to determine the allocation base for funds to each of the states which is based on full-time-equivalent (FTE) enrollments. This is most unfortunate because the MSRTS has been a controversial subject from its inception.

In 1974, the National Committee on the Education of Migrant Children (NCEMC) issued a position paper on the UMSRTS. The paper raised serious questions about the system and warned that "simply because it exists is not sufficient reason to validate it." [p. 4]

The NCEMC was concerned that the attention given to the MSRTS would divert educators from the real job of educating children. NCEMC's position was quite clearly that it was "unrealistic to expect that the transfer of information will result in more children performing at their capability level, more children staying in school and more children's potential being discovered." [p. 5]

The paper further argued that after consideration of the history of migrant student record systems that "the flaws of the system are inherent in the facts of migrancy" and that "what the education of migrant children calls for is not the imposition of orderly systems on their disorderly lives, but the skills to deal with the disorder." [pp. 9-10]

NCEMC's paper conceded finally that the best use for the MSRTS might well be for survey purposes and for predicting movements, a use yet to be made of the system. [p. 11]

While the 1973 Exotech study generally gave the MSRTS credit for having made significant impact on the education of migrant children, the

InterAmerica Research study, Migrant Child Welfare, done for H.E.W. in 1977 was not nearly as positive.

> Inadequate recording of base information and inutility of records seriously encumber the value of the system. Many respondents indicated that, considering the amount of work, cost and ineffectiveness of the system, it should be discontinued, and the funds used to improve health and other supportive services of Title I Migrant Education. Nevertheless, a substantial number of respondents felt that the system had potential and should be continued. [p. 101]

> The MSRTS should be funded on a scale that can completely eliminate the burden it now places on the schools it was designed to serve. If this is not possible, the MSRTS should be eliminated, and the good judgment of local school personnel relied on. [p. 103]

In late 1979 and 1980 the basic information on the MSRTS will be changed again. For a number of years interstate committees have been developing sets of comprehensive skills lists which will replace previous academic and test data transferred on the form. Lists have been developed in the areas of reading (Spanish and English), Oral Language, Math and Early Childhood Development (Spanish and English) from birth through five years. In addition to the lists, descriptive booklets are being prepared to describe the issues shaping the development of these lists.

An example of these booklets is the Math Skills Information System for Migrant Education. According to the authors, de la Rosa and Hackett, the math skills list is designed to permit teachers to input and receive math skills information. De la Rosa describes the Math Skills Information System as "designed to meet the needs of all its users rather than one particular group" [p. 7] and affirms that

> the system is aware of, but takes no position of advocacy in the following issues or other issues: a) curriculum; b) hierarchy of learning sequences; c) educational philosophy; d) skills importance or relevance; e) instructional strategy; f) diverse concepts of continuity. [p. 7]

The math skills system was designed under the sponsorship of Florida and California migrant education programs. Since some 100,000 teachers and more than 7,000 school districts might be using the skills list, an attempt was made to have them contain as many different skills and orientations as was possible "within the constraints of time and resources available [p. 8]." To do this, two steps were taken.

1) Each skill statement was structured to possess enough generality to match skill statements used in many different states.

2) Each skill in the migrant math skill list corresponded to at least one (K - 6) skill in other major skill lists that were available to the committee at the time and each skill in the major skills lists available to the committee corresponded to at least one skill in the migrant math skills list. [p. 8]

The Western States Coordinating Council (WSCC) defined skills as falling into the following categories: readiness, number meaning, whole numbers, fractions, decimals, percent, measurement, geometry, probability, statistics and sets.

The skills have been published in a comprehensive list and broken into separate Mini-Math Skills for K - 3, 4 - 6, and 7 - 9.

Interstate Taskforce

The work of the Interstate Taskforce on Migrant Education of the Education Commission of the States is recorded in three Interim Reports. Although the taskforce's primary concern is interstate cooperation and continuity, they have spoken on a variety of subjects.

The taskforce has recommended that the Secondary Credit Exchange Program be a coordinated effort among all states, rather than each state developing a separate system (Third Report, p. 24) and that "the state education agency be required to collect MSRTS information from all districts that have migrant workers in their attendance areas." (Third Report, p. 24)

In the health area the taskforce has recommended that "the MSRTS health records of migrant children who reside in non-Title-I project areas be made available to private physicians and migrant health clinics to promote continuity of services" and that "the MSRTS health records be modified to match that used by other health service programs, such as Title XIX." (Third Report, p. 23)

The taskforce has urged Congress to enact legislation which "will insure that the age of children served under Title I Migrant Education of ESEA be extended from the present 5 to 17 age limits to ages 0 to 21." (Third Interim Report, p. 24) Also recommended is that the USOE establish "a national information network to inform parents about early childhood services." (Third Report, p. 24)

Florida publishes a directory of migrant education services in twelve states, primarily in the East. It lists each school, its location, the type of program and dates, and a contact person with a telephone number. This directory is made available to parents leaving Florida so that they may seek out the schools in the areas to which they move. (Special Programs, 1977)

Management Guide

In 1975, the North Carolina State Education Agency published in behalf of the migrant educators The Migrant Administrators Management Guide. The goals for the migrant program administrators related to continuity were listed under Interstate Coordination as follows:

> Liaison with other state programs, projects and services.
>
> Information exchange through such vehicles as the MSRTS.
>
> Facilitation of cooperation and exchange of personnel, materials, training programs, procedures, and services among states. Section III, Article VIII.

CHAPTER III

ADMINISTRATIVE AND OTHER FACTORS AFFECTING INTERSTATE EDUCATION OF MIGRANT CHILDREN

The movement of hundreds of thousands of children across state and school district lines in any given year has made it necessary to provide special legislation and regulations to assure appropriate education for these children. While in general such special consideration has been positive, there are a considerable number of practices, policies, and regulations which seriously affect efforts to provide interstate continuity of migrant education. This chapter reviews some of the factors affecting interstate continuity.

Legislation

Most special education for migrant children is provided for under amendments to Title I of the Elementary and Secondary Education Act (ESEA), beginning in 1966. This legislation provides grants to State education agencies for providing supplemental education services to children of migratory farm workers and fishermen.

Included in the legislation itself is a provision that funds will be used "to coordinate such programs and projects with similar programs and projects in other states, including the transmittal of pertinent information with respect to school records of such children." (Sec. 142(1), 92 STAT 2178)

The legislation also mandates that approved projects and programs give evidence of appropriate coordination with programs administered under part B of Title III of the Economic Opportunity Act (EOA) of 1964 and

under Section 303 of the Comprehensive Employment and Training Act (CETA). (Sec. 142(2) STAT 2178) Both of these acts provide programs for farm worker families.

In the 1978 Amendments (P.L. 95-561) a new section was added authorizing the commissioner

> to make grants to, or enter into contracts with, state educational agencies to operate a system for the transfer among state and local educational agencies of migrant student records and to carry out other activities, in consultation with the states, to improve the interstate and intrastate coordination among states and local education agencies of the educational programs available for migratory students. (Sec. 143(a) STAT 2179)

Up to five percent of the total amount paid to state educational agencies in the previous fiscal year for migrant education programs is authorized for this coordination activity. In 1980, this could be at least eight million dollars. (Sec. 143(b))

Prior to the 1978 amendments, states were able to carry out interstate activities by setting aside funds or entering into agreements with other states. Costs were paid from the individual states' administrative budgets for migrant education. An example of such a set-aside is the Migrant Student Record Transfer System (MSRTS).

Federal Regulations

Under recently approved regulations to cover migrant education programs under Title I of the ESEA, the state education agency (SEA) could use the funds provided under Title I for "intrastate and interstate coordination of programs and projects; for coordination of programs and projects with other public and private agencies" and "operation of the migrant student record transfer system." (Federal Register (FR), Nov. 13, 1978)

Under proposed rulemaking, published for comments in the Federal Register on May 14, 1979, the new amendments are dealt with.

Part C, Sec. 116d.25 Special projects for coordination of migrant education activities

In accordance with section 143 of title I of the Act, the Commissioner may, in consultation with the States, make grants, contracts, or cooperative agreements, with an SEA or SEAs to

(a) Operate a system for the transfer of school records and other information about migratory children; or
(b) Carry out other activities designed to improve the interstate and intrastate coordination of migrant education projects; or
(3) [sic] Both (a) and (b).

Under Sec. 116d.32 of the proposed rulemaking, it is proposed that the local education agency (LEA) be required to submit along with their request to the SEA for a subgrant, a description of how it will comply with the requirements of the Act (124(f)(1) concerning coordination with other agencies.

The SEA is required by the proposed rules to develop and implement a plan to promote continuity in the education of eligible migratory children. Included in such a plan must be appropriate procedures for

(a) Coordinating projects within the State. This may include, for example, the interdistrict exchange of course credits or the intrastate sharing of project planning, evaluation, curriculum, and staff training materials.

(b) Coordinating the State migrant education program with similar programs in other States. This may include, for example, the interstate exchange of course credits or the interstate sharing of program planning, evaluation, curriculum, and staff training materials; and

(c) Using fully the migrant student record transfer system, including the transfer of the most current academic, health, enrollment and withdrawal information available for the children served. [p. 28191]

Federal Policies and Planning

The intent of the ESEA legislation is that programs for migrant children will be operated by State Education Agencies, either directly or through subgrants to LEAs or to other public or private non-profit agencies. The role assumed, therefore, by the United States Office of Education (USOE) has become one of a funding agency rather than one which helps to develop educational programs.

The National Council of La Raza (NCLR) (Analysis of Staffing, 1978, p. 1), in a recent study of the administration of migrant education programs in the USOE, found this contrary to the original intent of the legislator. La Raza believes that the "Congressional intent clearly placed OE in the position of providing leadership in coordination activities," and cited the following to support that contention:

> The Office of Education should exercise leadership in bringing states together to coordinate services and programs so that continuity of education of migrant children is achieved. (U.S. Congress, House Committee on Education and Labor, ESEA Amendments of 1966, p. 10) [p. 19]

It would indeed seem that the logical placement for a planning and coordinating role would be at the national level. However, the policies and practices of the USOE appear to avoid any appearance of "telling the states" what to do or how to do anything which might be interpreted as "program." As a result, in-front leadership has been provided the states' migrant education programs in terms of interstate planning and development of service delivery from the Federal level.

State Statutes, Policies and Practices

Some ten states have been identified as having specific legislation for delivery of services to migrant families. Most are general in nature.

All but one specifically give authority for migrant education programs in the state. None appear to provide for any interstate activity, although none are known to prohibit it.

The Director of the ESEA migrant program in each state is an employee of the state, whether he works full or part time. As such, he is subject to the regulations and practices governing employees of his agency and the state. He may also be subject to the guidelines of ESEA, Title I, regular program.

Title I and the states' educational programs are designed for static populations. State migrant education directors initially experienced considerable difficulty in even leaving their states to meet officially with other state directors. The policy of several states has been to permit only one out-of-state trip a year. However, as the program has grown, out-of-state travel for migrant education purposes appears to have become an accepted fact in many states.

On the other hand, State Directors do not have the authority to make commitments in their state programs. Their decisions must be cleared with superiors in their own agency and perhaps with the governor's office.

Communications

When dealing with a mobile population, an effective communications system seems to be of the first order. Given the highly developed technology of the 1970's, when events from around the world can be transmitted live into the living rooms of even remote areas of the world, there ought to be no difficulty with building a communications system or network which would provide information needed by a migratory population. But this is not necessarily so.

Communications systems are costly. They are dependent on a certain predictability and reliability. In dealing with the migrant child none of the essential factors are present to the extent required for a reliable communications system.

Weisbrod (1977, p. 4) says that "it is not uncommon to find one program struggling in the process of brainstorming out a product, such as a handbook, while at the same time in another program some 30 or 3,000 miles away the same kind of brainstorming has long been concluded and the final product ... is being implemented." He goes on to say that "interstate cooperation has been discussed for many years at regional, state and national meetings but no formal network of communication except through the state directors has been initiated."

Many of the reasons for poor communication lie in the history of American education, which has its roots in the local community. There was little need for communication beyond the bounds of the district, and certainly not beyond the states, until federal funds became available. In fact, even the federal legislation reflects the wish of local school districts to retain a great amount of their own independence. Consequently, migrant educators had very little on which to model a communications system. Nevertheless, some interstate efforts have been made for communication purposes. Some of the activities include

1. Media--brochures, program reports, directories of services and films.
2. Regional and national conferences, workshops, interstate tours and teacher exchanges.
3. Administrative and planning committees, taskforces and other groupings.

4. The Migrant Student Record Transfer System and other record systems such as the Health Referral.

Curriculum

At the heart of the education system is the curriculum. Unless the student completes the course of study as laid out, he does not receive credit for what he may have learned. Only the question of attendance creates more difficulty for the migrant child.

There is no single curriculum. A given state requires certain basic skills or subject areas be covered. The school district may add other requirements. The course of study becomes further diversified as individual teachers choose their own methods and materials and sequences.

At the secondary level, the curriculum is much more troublesome. It presents a challenge to those 10% of migrant youth who do not drop out of school before reaching the high school years. The migrant high school student who enrolls in more than one school each year may find that the same course will appear with different titles in different schools. Electives in one state may not be accepted in another. Many districts will not give credit for any work unless the entire course is completed.

Again, the mobile child who tries to fit the system becomes a victim of the system.

There are several current efforts underway to resolve some of these problems. These include the development of interstate agreements on credit exchanges and the transfer of academic data from one school to another. One effort provides credits out of a single school district for special work carried out under the supervision of the various districts where the youth may enroll. (See P.A.S.S., Chapter IV.)

Funding

The states are permitted to use 1% of their funds for administering the migrant education program. This is the same amount as allowed for regular Title I which does not have an interstate component. This has obviously made it difficult to move ahead with interstate projects which required funding from this source.

It is possible that under the 1978 amendments which provide a 5% allowance for interstate projects this funding problem for interstate projects may be lessened somewhat. At least it ought to be simplified.

Data Collecting and Evaluations

Base line data on the migrant child is generally lacking or extremely unreliable. The USOE may know the number of children identified by local school districts at a given time, but they have no idea what part of the total universe they are. The Economic Research Service of the Department of Agriculture does compile figures on the migrant hired farm working force, but it does not serve the purpose of children's service providers except in the most general terms.

The Migrant Student Record Transfer System again has records only on those children who have been entered into the system. How many are being missed is not known.

Late in 1979 it is expected that Research Triangle, under a contract with the U. S. Office of Education, will complete an extensive study of the migrant child and for the first time will provide profiles of selected age groups. The profiles have been developed especially for their value in developing education programs. It will also seek to validate the MSRTS.

Robert Coles, in Uprooted Children and other books, has provided some of the best help to teachers and others in understanding the migrant child in terms of the meaning of migrancy. How widely his findings and writings are used in pre-service and in-service training of school staff is questioned.

Some limited medical research has been done with small groups of migrants. Since none of these were long term it was often impossible to determine the cause of medical problems in children. At best the doctors could only draw general conclusions about the effect of environment and other factors on the health of the children they examined and then generalize about migrant children as a whole.

Several studies such as Wednesday's Children (1970), Impact Study (1974), and Promises to Keep (1977) have drawn certain conclusions about the functioning of the migrant education programs as an interstate program. But all were handicapped because of the absence of comparative data. The mechanisms for long term collection of data and on-going evaluations have never been established in migrant education.

Credentials/Licensing

No specific credentials are required for working with migrant children. In general, staff must meet the licensing requirements of the state where employed. Therefore, it would appear that the present requirements for credentials may provide some barrier to the development of interstate programs in which teachers need to be able to cross state lines. However, there is no evidence that this problem is insurmountable.

Of much more concern is the lack of consistent programs for the development of staff for migrant education across the nation.

From time to time, it is proposed that a national interstate credential be developed or that there be reciprocity in the certification of migrant educators in order to strengthen continuity and coordination. When it was suggested that such a credential or reciprocity agreement be included in the Regulations, the USOE replied (Regulations, Nov. 1978, p. 5) that "the USOE has no authority to regulate with respect to the licensing or certification of migrant educators."

CHAPTER IV

OVERVIEW OF EFFORTS TO PROVIDE INTERSTATE CONTINUITY

Early Efforts Prior to ESEA

Prior to the availability of substantial funds for the education of migrant children under the Elementary and Secondary Education Act (ESEA), there was minimal opportunity to attempt to provide continuous education services. Before the early 1960's only five or six states were involved in providing special programs for migrant children and these were on a local or state-wide basis at best. Many of the earlier efforts were carried out by private agencies and churches.

The United States Office of Education (USOE) had a person assigned responsibility for migrant education on a part-time basis until the 1960's when a full-time person, Mr. George Haney, was added to the staff as a program specialist in migrant education. But even so, there was no special funding for migrant education activities.

One of the major early efforts to deal with the problem of interrupted education was the development of self-contained units of curriculum for Christian Education by the Migrant Ministry of the National Council of Churches of Christ. It is mentioned here because of the unique concept on which it was based.

Educators responsible for its development believed that children's learning was adversely affected by their frequent inability to complete a unit of work before moving on. Delayed gratification for the migrant child is usually no gratification. So to minimize the chance of incomplete

learning experiences, the staff developed a special curriculum. Each day's lesson and related activities were complete units within themselves. There were no long term projects which might be left behind if the family should move overnight. The child was able to take home completed work at the end of each day.

Each day's unit was, however, a part of a whole so that the child who stayed for several weeks did move ahead in the development of the theme.

Portable Records

As early as the 1950's a hand-carried record system was proposed and some cards were distributed to schools in areas enrolling migrant children. The card was further refined by Mr. Haney in the 1960's. This plastic-covered portable record was designed to be durable, simple, and easy to complete. It was to be the property of the child to take with him as he traveled.

One side of the record contained health information as well as pupil information as to name, age, special interests and abilities, handicaps and comments, and so forth. The other side of the record carried the present address, the address of the school, attendance and enrollment record, grade placement, reading level and signature of the teacher or principal.

There is no record of how widely distributed these records were. It is known that neither this record nor a health record distributed about the same time were ever effectively implemented. Perhaps this was because there were no funds to reinforce the need with either the health and education personnel, parents or the children.

The state of California had, for a number of years, a requirement that local school districts transfer records. By the early 1960's California had

established a central registry and depository for records of migrant children in their Education Agency Offices in Sacramento. Colorado and California had also worked out agreements with certain individual districts in other states for the transfer of records by mail or telephone.

Conferences

Two conferences prior to 1967 gave emphasis to interstate planning and continuity. Both the St. Louis Migrant Education Conference in 1964 and the East Coast Consultation on Migrant Children's Services in 1965 brought together persons working with migrant children on an interstate and interagency basis for exchange of information and planning.

Planning

One of the first steps taken by the newly funded Office of Economic Opportunity in 1964 was to contract for an overall plan for the coordination and continuity of services to migrant children. This plan, which was prepared by the National Committee on the Education of Migrant Children in consultation with other agencies and specialists in the various fields of health, education and day care, was a major step forward in a coordinated approach to migrant child services.

Unfortunately, by the time the plan was completed, staff changes at the OEO had changed the earlier focus. The plan, although considered by a spokesman for the Children's Bureau as "the most exciting we've seen" was not funded because of the emphasis on Manpower training and a predicted early end to the migrant farm labor system.

Some of the ideas in this plan have eventually been implemented as parts of other programs. Examples of these are the East Coast Migrant Health and Head Start Programs, in-service training and materials

development. However, the major thrust of the plan was lost because none of these programs have been developed in the overall coordinated manner anticipated by the earlier plan.

Staff Development

Staff development on an interstate basis was undertaken by Dr. Alfred M. Potts, 3d, at Adams State College. In cooperation with the Colorado State Education Agency and with scholarships provided by the National Child Labor Committee and others, teachers and administrators were brought to Adams State for a summer of work on areas of migrant education. These workshops continued through the mid 1960's. An Administrative Guide, several research papers and curriculum were produced in, or as a result of, these workshops.

Administration of Interstate Programs Under the ESEA

Since the beginning of the ESEA Migrant Programs in 1967, efforts to work on an interstate basis and to provide continuity in education have concentrated essentially in the following areas: record transfer, teacher exchange, secondary credit exchange, staff development conferences, interstate projects and research, information exchange and an Interstate Task Force.

As noted earlier, the ESEA Migrant programs were designed to be administered by state education agencies. No provisions were made for funds for the administration of program activities, per se, at the national level, or on a regional or interstate basis. However, joint funding of a single project by two or more states was permitted.

The work which has been done has been accomplished through formal and informal state agreements. In some cases one or two states carried out a project on behalf of or in the interest of all. In others, such as the MSRTS, all states cooperated with the agreement and set aside funds to cover costs. The USOE then contracts for the operation of the system.

Until 1974, the major group speaking for the state directors of migrant education was the MSRTS Committee which was composed of 12 state directors or their representatives. However, indicative of the development of the Migrant Education Program over the years was the establishment of the National Association of State Directors of Migrant Education (NASDME) in 1974. For the first time this provided a coordinated channel through which the state directors could speak. (MSRTS, p. 5)

Through the Executive Committee of NASDME a clearing house is provided on studies, policy statements and interstate linkages. It works with the Congress and the USOE related to matters of law, policy and program. (MSRTS, p. 5)

Examples of Interstate and Other Programs Providing Continuity

Program: Bilingual Mini-School

Sponsor: Intermediate School District, 104, Ephrata, Washington.

Funding: Title VII, Bilingual, Title I (Migrant), ESEA, Migrant Head Start (IMPD), state and local education resources and corporate foundation.

Purpose: To provide bilingual early childhood education for migrant children and to demonstrate unique solutions to special problems of migrant children.

Description: Begun in the early 1970's, this project was designed to be interstate (between Washington and Texas) and to utilize a bilingual approach. It utilizes trained and supervised para-professional from within the migrant farm labor crew itself. The teaching is done while on the road. Children in this program winter in La Grulla, Texas, and move north near the end of March. They go primarily to the state of Washington, although some may go to Illinois and Idaho. The project utilizes an individualized-approach curriculum which can be used in small groups or in tutoring. The curriculum was originally prepared by the project. It now uses a modified version of Distar. Teacher's manuals are also modified so they can be used by para-professionals. Two year-round centers are operated in Washington State. These centers work with children whose attendance is irregular and supply bilingual help to local schools where there is limited access to bilingual staff.

Comments: This program, which has been validated by the USOE, was one of the few found to have set up a careful data collection system from its inception. Consequently, there is a large amount of literature supporting the success of this project. Evaluations indicate that most goals are being met or exceeded. By the third grade, the child is at standard score 100 mean in reading. Math is above the national norm if the child has been in the program a minimum of 200 days. Without the program children would be expected to demonstrate readiness skills that would rank in the lower half of range of scores if tested on a national sample. After 200 days in the Mini-School the average score is in the top one-third compared to the national score. After project participation, five year olds are ready to start school and rank in the top 25% nationally. In a study of achievement related to a control group which had not

been in the Project at all, a group of south Texas children in kindergarten, first and second grades had significantly higher scores than chance would permit (i.e., significant at the .05 level, Wide Range Achievement Test (WRAT)).

Sources of Information: Evaluation of Progress of Bi-lingual Mini-Head Start, Final Evaluation, '73-'74, Beverly McConnell, Evaluator (ED116871, 71 p.). Bi-lingual Mini School Tutoring Project, Final Evaluation, '75-'76 (ED135508, 33 p.). Telephone Conversation between Beverly McConnell, Evaluator for Mini-School Project, and Cassandra Stockburger, July 1979.

Program: Experience Based Career Education (EBCE)

Sponsor: Northwest Regional Educational Laboratory

Funding: National Institute of Education for development phase.

Purpose: To provide students with cumulative experiences in a variety of every-day life and work settings as an aid to drop-out prevention and an understanding of themselves and the requirements of the working adult world.

Description: EBCE is a credentialed educational experience which utilizes the resources of the community for learning. Work experiences are tied to overall academic and personal development needs and can take place in a variety of business and work situations.

Comments: Although developed for non-migrants, EBCE has been adapted to the Migrant Title I Migrant Education Program. Mission, Texas, and Yakima, Washington, are currently implementing the EBCE program with migrants. While this does not operate as an interstate program, it does offer an alternative to the drop-out-prone migrant youth to explore other possibilities while remaining in school.

Sources of Information: PROSPECTUS, EBCE, April 1979, and personal correspondence with Humberto Reyna, Staff, Northwest Regional Educational Laboratory, April 1979.

Program: Interstate Conferences and Committees

Sponsors: Various state migrant education programs.

Funding: Individual states and participants, USOE.

Purpose: East Coast Stream Conference--Exchange of information and planning. National Director's Conference--Briefing on new developments in program legislation, administration, etc. National Migrant Education Conference--Information Exchange. Western Stream Coordinating Committee-Migrant Education (WSCCME)--Interstate planning for states sharing migrant children in common and planning educational programs which can provide continuity.

Description: Most of the conferences meet annually and are attended by more than 500 classroom teachers, aides, administrators, and visitors. The formats are usually similar with workshops and speakers predominating. Most of the leadership is drawn from the migrant projects themselves.

Comments: The conferences have served a basic function of providing information and support to often isolated local school personnel. However, the larger conferences have been criticized on a number of substantial grounds. Some feel that the usual hotel or resort setting is not conducive to serious work, that the states spend too much money on expenses of delegates, and that some conferences are poorly planned. Since the predominant source of leadership comes from within the group itself, unvalidated programs are frequently held up as exemplary and thus appear to be

recommended for replication in other places. The ingrown leadership limits the program and denies rural educators attending an opportunity for expansion of viewpoints and consideration of new developments in education and related fields.

Sources of Information: Personal Observations and "Continuity in Migrant Education," Report of East Coast Conferences and Math Skills Information System, p. 8.

Program: Interstate Taskforce

Sponsors: Eight state education agencies (Arizona, California, Michigan, New York, Texas, Washington, Arkansas and Florida through the Education Commission of the States (ECS).

Funding: Member states under ESEA, Title I migrant program.

Purpose: To recommend methods whereby cooperation among states and agencies could be used to enhance education and other services to migrant workers and their families and to develop sound and feasible recommendations for federal, state and local levels of government.

Description: Members of the task force are chosen from among the participating states and have included a governor, a senator, state legislators, representatives from various governmental agencies and the public schools and the private sector. A small staff is located in the Denver offices of the ECS. This staff researches and develops positions on areas selected for study by the task force as papers are reviewed by the task force as a whole and recommendations prepared. Positions are then presented to legislative and other bodies. The areas which have been covered to date include:

Cooperation among state agencies re ESEA migrant programs.

Improved interagency cooperation at all levels and among all agencies serving migrant farm worker families.

Improved cooperation between state and local school districts.

Early childhood education; information and credit exchange.

Parent involvement; bilingual education; health care services.

Teacher training; public information; planning and evaluation.

Comments: See literature review, Chapter II, for more details on recommendations. No independent evaluation of the work of the task force is available. Their final report is to be completed in the fall of 1979. There can be little doubt that this task force has taken the discussion of migrant education to higher governmental and agency levels than has been the case previously. It is, therefore, to be expected that, with the backing of the ECS, statements may well carry more weight than those delivered by a state director alone.

Sources of Information: Interim Reports of the Task Force, 1978 and 1979.

Program: Migrant Educational Opportunities Program (MEOP)

Sponsor: Geneseo Migrant Center, Geneseo, New York.

Funding: Foundation for Improvement of Postsecondary Education (FIPSE), DHEW.

Purpose: MEOP is an interstate model project to provide career awareness, guidance and supportive services to migrant youth ages 13-18 in the East Coast Migrant Stream.

Description: Begun in July 1977, this two-year project has provided a resource center for migrant youth in the areas of career education, guidance counseling and supportive services. In addition to work with youth,

MEOP has used the Center's Migrant Heritage Studies Kit to sensitize secondary and postsecondary personnel and staff and community agency staff to backgrounds and needs of migrant youth.

Comments: Approximately 500 youth have been served by the project. The Center has developed a career resource file to serve migrant youth and published a newsletter for the youth. Staff has maintained contact with participants through correspondence and visits with them at home base. The Center is hopeful that the MEOP model will be replicated in other areas as part of nationwide migrant education efforts.

Source of Information: Final Report, MEOP, Geneseo Migrant Center, July 15, 1977 - July 14, 1979, pp. 1-18.

Program: Migrant Head Start (Interstate Models)

Sponsor: East Coast Migrant Head Start (ECM)
Texas Migrant Council (TMC)

Funding: Head Start--Indian and Migrant Programs Division, HEW

Purpose: ECM--To provide continuity of Head Start services for migrant children in homebase and upstream states in all components, freeing parents from the emotional strains inherent in unattended children in the fields--allowing children to develop their full human potential.

TMC--To prove it is logistically feasible to serve a selected migrant population continuously on a year-round basis.

Description: ECM: The East Coast Migrant Head Start Program operates Head Start Centers in Florida. It seeks to coordinate all centers with common goals and objectives. In the future, the function is to coordinate the operation of the delegate agencies to assure consistent compliance with East

Coast objectives and philosophy in order to provide continuity of services. Activities include pre- and in-service training and monitoring of operations. A major function is to provide coordinated Head Start services in Florida and up-stream which are based on the same plan.

TMC: The Texas Migrant Council operates its program in two phases: winter in Texas and summer in the northern states. Begun in 1971, this project initially sought to locate centers so as to serve the same children in both locations--thus establishing a network model. TMC uses migrant women primarily to staff the centers, although in some cases several members of the same family may be employed and moved from one location to another. Equipment and vans for transportation are also moved north from Texas.

Comments: ECM sees itself as providing continuity in the following ways: (a) serving the same children in different locations; (b) educating parents; (c) providing parents with "exit" packets of health and developmental information; (d) developing and utilizing concise, accurate records; (e) developing a standardized record procedure and plan of action for all delegate agencies; (f) providing training for all delegate agencies in record procedures; (g) providing procedures for linkages with TMC and with Community Action Migrant Programs; (h) utilizing the MSRTS and the Migrant Health Referral System; and (i) centralizing all children's records from delegate agencies in Florida for referrals.

TMC, while continuing the south to north network of centers, has appeared to modify their approach and is concentrating less on serving the same children. This seems to raise some question about their success in fulfilling their original purpose.

There are no independent evaluations available. All Migrant Head Start programs are being evaluated and the report will be complete in early 1980.

Sources of Information: An Opportunity to Choose, The Texas Migrant Council, Laredo, Texas, n.d. Head Start Newsletter, Vol. 7, No. 7, October 1974. Personal Correspondence with Sister Geraldine O'Brien, Director, Head Start of East Coast Migrant Project, July 1977.

Program: Migrant Student Record Transfer System (MSRTS)

Sponsor: All state migrant education programs; operated under a contract from USOE to the Arkansas State Education Agency.

Funding: Each state sets aside funds from its ESEA Migrant allocation for migrant program administration.

Purpose: The MSRTS is a computerized communications system which is designed to provide academic and health data on children enrolled in any state and in Puerto Rico.

Description: Work began on the system in 1968. It began full-scale operation in all states in 1972. Children identified in one state as eligible for the migrant education program are entered into the system with basic identifying and enrollment data. This information is sent to nearest terminal by phone or mail. The information is transferred by teletype to the central depository in Little Rock. When an entry arrives, it is checked for previous entry. If data on the child is already recorded, his record is extracted from the system and forwarded by mail to the school.

If the child is being enrolled for the first time, he is assigned a permanent student number and the information is stored. When the child moves on, the record is updated, the child removed from the local program and the updated information forwarded to the computer. When the child enrolls in another school, the cycle is repeated.

Comments: Ideally the MSRTS should function in such a way that data is available to the schools no more than one or two days after a request is received. However, turn-around time continues to be a problem. Some of the delays are caused by infrequent reporting of students by recruiters; the requirement for a parental signature; slow processing by the school; batching of records for time or volume at the school; use of the U.S. Mail and courier service from school to terminal; routing records through an intermediate agency; imprecise identification; and use of the U.S. Mail and courier service to deliver student records from the computer to the schools.

A major validation study is being completed by the Research Triangle, Inc. Further comments and evaluations are to be found in Chapter II, Literature Review.

Sources of Information: The Migrant Student Record Transfer System, An Educational Service for the Mobile American, HEW, n.d. GAO, Evaluation of MSRTS. Interview, Pat Hogan and Eileen Sargent, USOE Staff, June 30, 1979.

Program: P.A.S.S. (Portable Assisted Study Sequence)

Sponsor: California State Education Agency, California Mini-Corps, Parlier High School.

Funding: California Title I, ESEA Migrant Program.

Purpose: The P.A.S.S. Program is a pilot program centered at Parlier High School in the San Joaquin Valley of California. Students participate in P.A.S.S. while enrolled in a regular high school program and so it does not compete with schools for A.D.A. count.

P.A.S.S. provides a mechanism which will:

Provide portable learning packages adapted for migrant student use, with which students can proceed at their own pace.

Provide competency-based credits for skills, interests and educationally related life experiences.

Supplement instruction at any local high school.

Utilize counseling and tutorial support through Migrant Education Personnel and Mini-Corps.

Courses are currently offered in English, Math, Algebra, Speech, History, General Science, Driver Education, Work Experience, Outdoor Study and Reading.

Enrollment in P.A.S.S. is handled through the school counselor or directly with the P.A.S.S. office in Parlier.

P.A.S.S. is one of three components of the California Secondary Dropout Prevention Program. The others are counseling and work experience.

Comments: In the 1978-79 school year, 432 students were enrolled in 628 courses. Summer programs in 1969 enrolled 1,000 in 13 offerings. So far in 1978-79, 60 students have received high school diplomas. It has been projected that 20 will graduate. Credits have been transferred also to Texas and Arizona for students completing courses in California.

The 1978 evaluation of the first year of operation indicated success in meeting goals. However, the advisory committee to the project was concerned about the rapid growth of the project and suggested that the target population be more carefully defined.

Sources of Information: Personal Correspondence with Foshee and Sigala, P.A.S.S., July 20, 1979. 1978 Evaluation, P.A.S.S. Various Brochures on P.A.S.S., n.d.

Program: Secondary Credit Exchange

Sponsors: Washington and Texas Migrant Education Programs*

Funding: ESEA, Title I Migrant Education State Allocations

Purpose: To provide an alternative high school program with a focus on continuing communication between teachers along the migrant stream.

Description: The program recruits intermediate and high school students and is developing methodology for securing and interfacing individual pupil schedules. Completed and partially completed credits are transferred on official school transcripts. Parents, professional staff and state education agencies are involved in this cooperative endeavor.

Comments: David Randall of the Migrant Education Center in Sunnyside, Washington, and Director of the Credit Exchange program, reports that it is now working well and that it has expanded beyond Texas and Washington. A formal evaluation is being prepared.

Figures as of June 30, 1979, show that credits are being exchanged between Washington and five other states. A total of some 32 school districts are involved. In the Spring of 1978, Washington's participating districts showed 459 enrolled and about 24 graduating.

*A credit exchange program has been attempted between Florida and New York. It is currently being revived and may be modeled after the Washington-Texas System.

Sources of Information: Personal Correspondence with David Randall, Project Director, July 1979. Academic Credit Exchange for Migrant Students, a brochure, Connell, Washington, n.d.

Program: Texas Interstate Cooperation Project

Sponsor: Texas Education Agency, Migrant Education Program

Funding: ESEA, Title I Migrant

Purpose: To provide continuity of education for migrant children between states through improved communication and coordination of programs, information and resources.

Description: The project consists of five components:

1. Summer Project Assignment. Up to twelve approved participants are sent to other states to share information on Texas programs, to assist with in-service, to share ideas on administration and curriculum and to work with parents.
2. Content Specialist In-service. In-service days are provided each year to at least three states and the national migrant education conference by an identified content specialist from Texas.
3. Exchange Visits (Local Education Agency and Education Service Center).* Five to six state projects from whom Texas receives children are identified each year for visits by service center and school migrant-funded personnel.
4. Secondary Credit Accrual. See description under Secondary Credit Exchange, p. 53.
5. Education Commission of the States. Texas was one of the initiating states of the Interstate Task Force on Migrant Education and serves as its fiscal agent. See Interstate Task Force, p. 46.

Comments: In 1978 twelve consultants were sent to twelve different states. Six content specialists performed one and two day workshops

in three states and at the national conference. Seven Texas school personnel made exchange visits to schools in California and Michigan.

The 1977 Evaluation of this program found that participants need a lot of motivation to complete reports. It was found difficult to deal with other states. Only four of twelve returned reports. It was suggested that all programs be put on a contractual basis.

Sources of Information: Interstate Program Design, TEA, 1976-80. 1977 Evaluation Interstate Program, Eathorne. Telephone Conversation with Eathorne, June 29, 1979.

*Several other states such as Arkansas and Arizona, New York and Florida have had or currently have teacher exchange visits.

Other Related Programs

There have been a number of other programs which, although not interstate in nature, have had as their purpose to enable the migrant child or youth to more easily stay in school or to continue his education in other ways. Some, such as the Migrant Attrition Program (MAPP), funded by the Governor's Office of Migrant Affairs in Texas, at St. Edwards University, are primarily designed to prevent school dropout. MAPP introduces migrant youth to various kinds of work situations while they are still in school. Florida, also, has utilized "Earn and Learn" Programs.

Since the early 1960's Texas has operated schools for migrant children in some districts on an October-to-April basis. By extending the school day and eliminating some school holidays, the children are allowed credit for a complete year of work. This schedule also enables many children to begin together at the beginning of the term, rather than entering after non-migrant children have begun their work. Some parents are known to regulate

their own travel schedules in order to conform with this shortened school year. As a result these children's education is less interrupted.

There are two special programs which are designed to take migrant youth onto college campuses to continue their education. The High School Equivalency Program (HEP) provides an opportunity to secure a high school equivalency diploma while living in a college setting. Tutoring and other supportive services are provided to enrolled youth between 17 and 23 years of age. The College Assistance Migrant Program (CAMP) takes the HEP graduate and others who have completed GED's or regular high school and provides assistance through their first year of college. The assistance consists of counseling, financial aid, liaison with the administration and faculty, and other supportive services. Both Programs are funded by the Manpower Administration of the Department of Labor under contracts with various colleges and universities.

The existence of these two programs probably contributes to some migrant youths' decisions to remain in school. However, the programs are extremely limited and offer opportunity only to a few.

Other programs, such as the in-service training for school personnel which is provided in most states, may contribute toward some degree of improved continuity in the child's education. However, because staff development is largely a local or state function and because of the diversity of such programs and the difficulty in establishing direct impact, staff development programs have not been included in this review.

CHAPTER V

CONCLUSIONS

It is obvious from this review of existing programs which are intended to provide educational continuity that there is a heightened awareness of this most visible of the migrant child's educational problems.

It is equally clear that the major approach to providing continuity for over two decades has been in various attempts to transfer records. Other approaches are relatively new. All combined, they would not represent a minute portion of the time, energy and cost of the various efforts made to develop a record system which effectively transmits usable and acceptable academic data.

There is no grand design or overall concept of how to provide continuity. While there has been a growing awareness of the need to plan on an interstate basis, the planning continues to be piecemeal. In fact, perceptions vary from person to person as to what continuity actually means.

Some see continuity in terms of time. Others see it in terms of geographic space. Almost everyone sees it in terms of curriculum and/or learning sequence. But since there is so little agreement on the question of sequential learning, we are left with unresolved questions about the process of creating a compensatory continuity for the migrant child.

Perhaps because it is primarily administrators who do the interstate planning and because administrative problems are more concrete and easier to attack, most approaches to continuity have been administrative in nature. They are clearly designed to move the migrant child through the school system.

The only significant programs especially designed to circumvent the nature of migrancy and serve children on a continuous interstate basis have been largely outside the public schools.

Except for Gould (1973) and Kelly (1969), the literature and very little within the operational programs were treating in any significant way the two obvious natural areas of continuity remaining in the migrant child's life--himself and to a lesser degree his family. The result is frustration because the migrant child's life is something quite apart from the continuum of the school system.

There is no alternative to the public schools for the education of large numbers of children. Therefore, it must follow that children enrolled in these schools have to meet certain requirements, although research and the experience of the past twenty-five years or so should warn us that a better balance needs to be struck between molding the child to the system and bending the system to fit the child's needs.

Migrant educators need to develop new techniques to take advantage of the natural continuity which exists within the child and his family. Schools change, curriculums change and records continue not to show up. But the child always has himself and his parents. He has what he knows and what he is able to do.

Migrant educators may be in danger of taking a patronizing stance toward migrant children and their families. They may be doing too much for them and expecting too little from them. It seems entirely reasonable that migrant parents can be motivated and trained to take responsibility for considerably more personal information and initiative in their own behalf than they are currently permitted to.

Perhaps the half dozen or so evaluations of interstate programs which were reported to be in process will tell us more definitively of the successes and failures of interstate efforts, of their impact on educational continuity for the migrant child and what we can expect in the future.

Meanwhile, we can be encouraged that migrant educators do seek to find new ways to bring successful educational experiences into the lives of migrant children.

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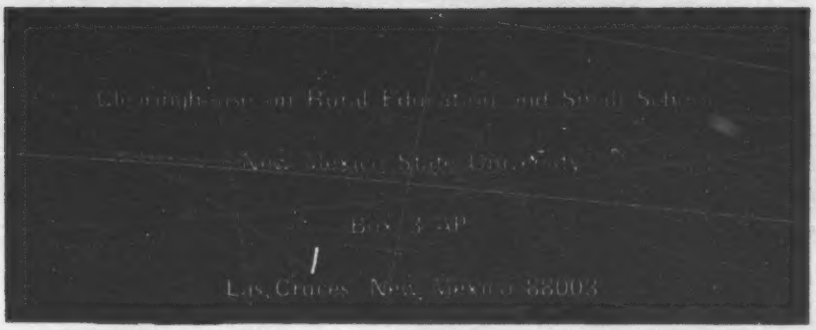

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